

ZMA202000011
PREMIER CIRCLE
405 Premier Circle

Application Narrative
Original Submission: September 21, 2020
Resubmittal: November 20, 2020
Resubmittal: January 4, 2021

Project Proposal

Premier Circle (the “Project”), would comprise up to 140 affordable residential units and non-residential uses fronting Route 29. The Project is a creative, phased redevelopment of the existing Red Carpet Inn site to serve the clients of three affordable housing providers: Virginia Supportive Housing (VSH), the Thomas Jefferson Area Coalition for the Homeless (TJACH), and Piedmont Housing Alliance (PHA). PHA, the Applicant, will be the contract purchaser of the subject property, identified as Tax Map parcel 061M0-00-00-00600, containing approximately 3.75 acres, with address 405 Premier Circle (the “Property”), owned by Tiota, Ltd.

The Property is currently zoned C-1 Commercial. It is located in the Places 29 Master Planning area and is designated for a primary use of Office / R&D / Flex / Light Industrial with residential as a secondary use. In order to accomplish the described multi-faceted project, PHA, VSH, and TJACH are requesting to amend the zoning map from C-1 to Neighborhood Model Development (NMD), which will allow the Property to be developed as mixed use with a non-residential building fronting State Route 29 North within the approximately one acre Block One and two multi-family residential buildings in Block Two, removed from the Entrance Corridor.

To facilitate the financing, purchase, and redevelopment by PHA and VSH, the Applicant proposes a phasing plan, described in more detail below. The Applicant’s phasing plan incorporates funding, construction, and leasing benchmarks of the Project’s developers, VSH and PHA. Meanwhile, TJACH will repurpose the existing hotel rooms to provide essential emergency supportive housing to individuals experiencing homelessness who are also at-risk of developing serious illness from COVID-19.

VSH provides permanent supportive housing to its tenants. On-site support services include case management to assist tenants in obtaining needed community services; housing stabilization and support; counseling and independent living skills training; community engagement and social support; employment, education, and vocational support; and transition planning to other housing types. (Please see Exhibit A, “Virginia Supportive Housing Permanent Supportive Housing / Supportive Services Program Description.”) VSH proposes a four-story 80-unit building composed of 100% studio apartments for single adults, which would be affordable to those making 50% or less AMI. The affordability period of the VSH units would be a minimum of fifteen (15) years, which is the required Low-Income Housing Tax Credit (LIHTC) compliance period.

PHA proposes 60 mixed-income units. The PHA building in Block Two would be four stories in the front closest to the VSH building and three stories in the rear closest to the single-family neighborhood to the northeast. The PHA units would be primarily one-bedroom (approximately 20%) and two-bedroom units (approximately 80%) with possibly up to 5% three-bedroom. The affordability of the PHA units depends upon the final financing structure so is currently described

as a range of 30%-80% AMI for the purposes of rezoning and would be for a minimum of fifteen (15) years.

Since the onset of the COVID-19 pandemic, TJACH has been following CDC recommendations to shelter individuals experiencing homelessness who are also at increased risk of developing serious illness from COVID-19 in private rooms as opposed to congregate shelter settings. TJACH plans to use the existing hotel units on the site for this purpose during the first phases of redevelopment. These hotel units will be considered "emergency shelter" units and will be made available to clients experiencing homelessness who are at increased risk from COVID-19 on a temporary basis. Supportive services, including options for moving into permanent housing, will be offered to these clients.

The Comprehensive Plan recommends 34 DUA for this area. The Project proposes and requests approval of a slightly higher density -- 37 DUA -- to allow PHA to develop 60 units, which increases operating efficiency and competitiveness within the LIHTC application process.

As supported by project data described in the Timmons Group parking waiver request letter, dated September 21, 2020, supportive housing for homeless and low-income families requires far less parking than commercial uses or traditional multi-family. The size of the commercial square footage -- 5,000 to 40,000 square feet -- is limited primarily by the amount of parking it would require.

Surrounding parcels. The parcels to the southwest of the Property front Westfield Road and are used for various commercial purposes. Parcels to the northeast, sharing access over Premier Circle, include another hotel, a law firm, a furniture store, and the Waffle House. Behind the parcels on Premier Circle lies a single family subdivision with lots off Commonwealth Circle and Commonwealth Drive.

Neighborhood Model District (NMD) District

According to the County Zoning Ordinance Section 20A.1, "(t)he purpose of the Neighborhood Model district (the "NMD") is to establish a planned development district in which traditional neighborhood development, as established in the county's Neighborhood Model, will occur. The county's Neighborhood Model was adopted as part of the Comprehensive Plan and is hereinafter referred to as the "Neighborhood Model." The regulations in section 20A encourage a development form and character that is different from conventional suburban development by providing the following characteristics:

1. Pedestrian orientation;
2. Neighborhood friendly streets and paths;
3. Interconnected streets and transportation networks;
4. Parks and open space as amenities;
5. Neighborhood centers;
6. Buildings and spaces of human scale;
7. Relegated parking;
8. Mixture of uses and use types;
9. Mixture of housing types and affordability;
10. Redevelopment;
11. Site planning that respects terrain; and
12. Clear boundaries with the rural areas."

The project's consistency with these principles is addressed below in the Comprehensive Plan conformity section of this narrative. However, addressed here as part of the Zoning Ordinance requirements pertaining to NMD are phasing, residential density, and mixture of housing types.

Phasing.

The Project will develop in three phases as depicted on the Phasing Diagram (Sheet 7 of the Concept Plan), briefly outlined with approximate timelines as follows:

Phase I from ZMA approval through 2024:

- (a) The VSH building on Block Two would be constructed and leased.
- (b) At least 2,500 square feet of the amenity space (connected with the VSH building) would be completed.
- (c) The landscape buffer along the rear of the Property between Block 2 and existing residential uses would be provided.
- (d) Rooms within the existing hotel buildings would be used as temporary TJACH emergency shelter units for clients at increased risk from COVID-19.

Phase II 2024-2026:

- (a) The PHA building on Block Two would be constructed and leased.
- (b) The second entrance and the primary parking lot on Block Two would be constructed.
- (c) Rooms within existing hotel buildings would continue to be used as temporary TJACH emergency shelter units for clients at increased risk from COVID-19.
- (d) The front existing hotel building may be demolished or may remain onsite for continued use by TJACH.
- (e) All amenity spaces, landscaping, screening, and pedestrian connections for Block Two would be complete.

Phase III 2027 – :

- (a) The front hotel building would be demolished (if not completed during Phase II), and the non-residential building would be constructed on the Route 29 frontage.
- (b) Amenity space, landscaping, and all pedestrian connections for Block One would be complete.

Phasing is desired for this project owing to the long timelines involved in critical funding. All of the existing buildings on the Property would continue to be used through the end of 2022. The VSH finance closing would take place in the first quarter of 2023, with construction to start in the second quarter of 2023.

Virginia Supportive Housing. To help fund the VSH development, PHA plans to meet the March 2021 application deadline for Low Income Housing Tax Credits (LIHTC). If successful, VSH construction would begin in spring 2023, would be completed in 15 months, and would be leased by close of 2024 to meet the placement in service deadline of December 31, 2024.

Piedmont Housing Authority. For its development, PHA plans to file its LIHTC application by the March 2023 deadline. If successful, construction would take place 2024-2025 for final placement in service deadline of December 31, 2025.

Thomas Jefferson Area Coalition for the Homeless. The Red Carpet Inn comprises four buildings containing 115 units. Some of these units will be used as emergency shelter units to house clients experiencing homelessness who are at increased risk for COVID-19. As described and depicted in the Phasing Diagram, during Phase I and, possibly, Phase II of site planning and construction for the permanent buildings, TJACH will house clients in the existing hotel rooms. Following site planning and construction, some of these residents and other residents will move into an 80-unit multi-family building operated by VSH as deeply affordable independent rental housing.

Residential density. The Office / R+D / Flex / Light Industrial Comprehensive Plan designation calls for residential as a secondary land use, specifically as multifamily units above non-residential, but it does not specify a density. The Comprehensive Plan guides the Applicant to refer to other designations in the Places29 Master Plan, specifically, Urban Density Residential (UDR) and Urban Mixed Use (UMU), both of which have maximum density of 34 dwelling units/acre. Further, UDR and UMU both recommend multifamily housing (as does the Property's designation), and UMU also recommends having residential units above non-residential uses. The Code of Development permits non-residential square footage of 5,000 to 40,000 square feet; it is anticipated that all non-residential square footage would be in Block One fronting Route 29. Adhering to 34 DUA would limit the Project to 127 units. In order to maximize the efficiency of the buildings and the provision of affordable housing on the Property, the Applicants proposes **140 units, or 37 DUA**, allowing 80 units in the VSH building and 60 in the PHA building. Given the small size of the units and the Project's significant contribution to the County's affordable housing stock, the Applicant respectfully submits that the provision of these additional units afforded by increased density would pose no detriment to surrounding properties while providing a significant benefit to the community. The Property has been used as extended stay hotel with 115 rooms, and the 25-unit increase with minimal traffic and school impacts is not expected to change the character of the area in any way. Parcels to the east, west, and south are commercial, and the residential properties to the north are separated from the Property by a wooded buffer.

Mixture of uses. The Project will include non-residential (likely office or retail) and residential uses based on the Land Use designations in the Places29 Master Plan. Office is a primary use, and residential is a secondary use for land designated as Office / R&D / Flex / Light Industrial Land Use Designation for Areas Around Centers. The Code of Development identifies Block 1 as non-residential and Block 2 as mixed-use to provide future flexibility to introduce commercial uses to Block 2 in compliance with the Comprehensive Plan designation. However, the Applicant does not intend to have non-residential uses within Block 2 other than the ground floor community centers and fitness rooms associated with the VSH and PHA residential buildings.

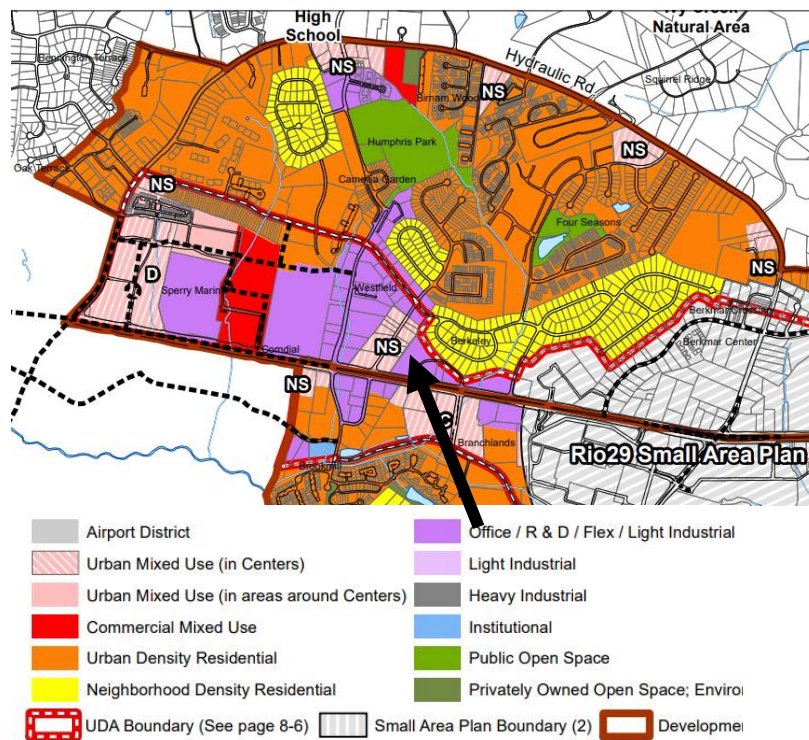
Mixture of housing types. *Zoning Ordinance Sec. 20A.8(a) provides that each NMD district "shall have at least two housing types; provided that this requirement may be waived by the board of supervisors if the district is an infill project or at least two housing types are already present within one-quarter mile of the proposed district. The following are considered to be different housing types: (1) single family detached dwellings; (2) single family attached dwellings; (3) two-family dwellings; (4) triplexes; (5) quadplexes; (6) townhouses; (7) multifamily dwellings; (8) accessory apartments; (9) manufactured housing; and (10) special needs housing such as assisted living facilities, group homes, and skilled nursing facilities. An "infill project" is*

a project in which a parcel is developed or redeveloped, where abutting or nearby parcels are already developed, and the project area is relatively small compared to the developed abutting or nearby parcels.”

The Applicant submits that both the temporary, emergency TJACH units for the homeless and VSH's permanent supportive housing qualify as special needs housing. TJACH's units are provided to its homeless clients who need extra protection based on COVID-19 risk factors; supportive services will be provided to these clients. VSH's permanent dwelling units are properly classified as special needs housing based on the high level of services provided to the residents and the special needs that the VSH development fulfills. However, in the event the County determines that all permanent units proposed within the Project should be classified as multi-family dwellings, the Applicant has submitted an application for a Special Exception to permit a single housing type. If the VSH use is determined to be more accurately categorized as special needs housing, the Applicant will withdraw the Special Exception application.

Consistency with the Comprehensive Plan and Neighborhood Model

The Property is located within the Places29-Hydraulic area of the Places29 Master Plan. The Future Land Use Map designates the Property and the parcels to the north along Route 29 as Office / R&D / Flex / Light Industrial. As an area around a Center, Table LU2 sets out office as a primary land use designation and residential as a secondary land use designation. The property immediately to the west on either side of Westfield Road is designated as Urban Mixed Use (in Centers), and the Berkeley neighborhood to the northeast is designated as Neighborhood Density Residential. Below is an excerpt from the Future Land Use South Map, dated November 5, 2018:



The Office/Research & Development (R & D) / Flex / Light Industrial designation allows a range of uses with the lowest level of impact on surrounding uses, such as residential. Office

buildings generate traffic primarily through employees and visitors during business hours. The Applicant plans to limit the size of the non-residential building on the Property to comply with parking demands in relation to developable area. The Places29 Plan uses the “Office” designation in areas around Centers. Office may include professional offices, such as medical or real estate offices. The “Research & Development (R&D)” designation refers to “an administrative, engineering, and/or scientific research, design, or experimentation facility that engages in research, or research and development, of innovative ideas in technology-intensive fields,” and these uses may be housed in traditional office buildings rather than industrial facilities. Examples include research and development of computer software, information systems, communication systems, transportation, geographic information systems, and multi-media and video technology. The “Flex” designation “describes businesses that may include several uses, such as a manufacturing facility with warehouse space for components and completed products, a showroom for sale of the products, and office space where administrative duties for the business take place....(and) may include: research & development, manufacturing, warehousing, distribution, office, retail, customer service, and showrooms, among others.”

Residential is a secondary use in the Office / R&D / Flex / Light Industrial areas. While these secondary uses should represent a smaller proportion of the development or the building, they are very important to “place-making”; adding them to a Center or the area around a Center increases the mix of uses and makes the area a more complete Neighborhood. Rather than mixing uses vertically, the Applicant proposes mixing uses horizontally on the Property to reach its supportive and affordable housing goals more efficiently while providing for non-residential in compliance with the Comprehensive Plan. Given the financing and phasing plan, the supportive housing proposed by VSH is more effectively managed in a standalone building on this site. The residential buildings are proposed to be set back in the middle and rear of the parcel and will not have significant visibility on the commercial corridor while affording the residents immediate access to employment and shopping in nearby commercial areas and through public transportation via nearby bus lines. Block One may be subdivided and sold to help support the Applicant’s low-income housing program.

Guiding Principles of the Places29 Master Plan.

- 1. *Pedestrian orientation /***
- 2. *Neighborhood-friendly streets and paths***

The relatively small Property connects with neighboring properties by existing sidewalks along Route 29. The Applicant proposes a new sidewalk along a portion of the Property frontage on Premier Circle and will include sidewalks within the development connecting buildings and outdoor amenities. The Concept Plan shows potential future pedestrian connections between the Property and the commercial parcels along the northeast side of Westfield Road. Any such future pedestrian connection will be subject to future development of those parcels and private access easement agreements; therefore, it is not intended that any or all depicted connections will be made, rather that these are identified as potential points of connection to future development on the neighboring property(ies). The connections may provide a direct route for residents to access the future development of a Neighborhood Service Center and to the existing bus stop on Commonwealth Drive. The Applicant will grant such inter-parcel easement(s) across the Property at the request of the County.

Premier Circle is a private road over which five Tax Map parcels (seven original subdivided lots from the Waffle House to the Property), including the Property, have an easement. A road

maintenance agreement was established by the original subdivider of the lots¹, but the owners association appears to be dormant. The Applicant is exploring the status of the association established by the declaration and information regarding road maintenance and intends to provide the County with a summary of all information relating to deferred and future road maintenance. Since pedestrian activity along the U.S. Route 29 corridor is focused primarily on access to bus transportation, the application proposes a sidewalk along Premier Circle extending as far as a potential location for a future bus stop. The implementation of the bus stop will be subject to County agreement to extend current transportation routes to include this bus stop. The occupants of and visitors to the other properties along Premier Circle, which do not front Premier Circle, could access the new transit stop via existing Route 29 sidewalk.

3. *Interconnected Streets and Transportation Networks*

Supportive housing for very low-income residents entails far fewer traffic counts than office or conventional multi-family developments. Based on other VSH and PHA projects, as outlined in the Timmons Group parking waiver request letter, the Applicant's traffic analysis concludes that the VSH building needs only 0.35 parking space per unit for a total of 28 spaces, and the PHA building needs approximately 1.3 parking spaces per unit for a total of 78 spaces for 60 units. Therefore, the Applicant's residential uses in Block Two will require a total of 106 parking spaces. For the commercial space, one space per 200 square feet of net office floor area is required by Section 4.12.6. The term "net office floor area" is calculated as 80% of the gross floor area. Therefore, for the 15,000 square foot of gross office or retail space currently envisioned, 12,000 net square feet will require 60 parking spaces, and the Applicant will provide at least 60 spaces within Block One.

VSH will provide lockers for bicycles and scooters, which are popular with its residents. PHA's development will include outdoor bike racks.

Two Charlottesville Area Transit (CAT) routes run roughly parallel to Route 29. Route 5 runs from Barracks Road Shopping Center north along Georgetown Road and along Commonwealth Drive to Rio Hill Shopping Center, Albemarle Square Shopping Center and north along Berkmar Drive and includes a stop approximately ¼ mile southwest of the site near the intersection of Route 29 and Westfield Road. Route 5 runs every thirty (30) minutes. The distance from the Project entrance to this existing transit stop by existing sidewalks is one third (1/3) mile or less. Route 7 runs from the Downtown Mall through the University of Virginia, north on Emmet Street to Barracks Road Shopping Center, Seminole Square Shopping Center, The Shops at Stonefield, up Hillsdale Drive to Fashion Square Mall. The closest stops on Route 7 are on Hillsdale Drive on the south side of Route 29 and near Costco to the southwest. Route 7 runs every 20 minutes.

Upon demand by the County, the Applicant shall construct a Charlottesville Area Transit (CAT) stop (the "Transit Stop") on the Property along the frontage of Premier Circle in the approximate location shown on the Concept Plan or as otherwise agreed among the County, CAT, and the Applicant. The Transit Stop shall be designed and constructed in coordination with, and shall be approved by, the appropriate County authority and CAT. If any portion of the Transit Stop is located on the Property, the Owner shall dedicate it to public use or grant an easement as necessary to allow for the public access and usage of the Transit Stop.

¹ See the enclosed Declaration, dated November 1, 1983, recorded in the Clerk's Office of the Circuit Court of Albemarle County in Deed Book 797, page 242.

The Property is within the JAUNT ADA paratransit service area, which includes the City of Charlottesville and Albemarle County's urban ring within a three quarter ($\frac{3}{4}$) mile radius of CAT's fixed route system. A resident who has disabilities preventing him or her from using CAT service may obtain a paratransit pass for door-to-door JAUNT service from the Property.

4. *Parks and Open Space as Amenities*

Zoning Ordinance Section 20A.9 governs the amount of area to be devoted to green space and to amenities within Neighborhood Model Developments. Please see the Code of Development for detailed information about the Project's green space and recreational amenity proposals.

Areas designated for Office / R&D / Flex / Light Industrial require 10% amenity space to be reserved. See Zoning Ordinance § 20A.9.b.2 ("For areas shown in the land use element of the comprehensive plan as regional service, office service, office regional service or industrial service, the area devoted to amenities shall be at least ten percent of the gross acreage of the area proposed to be rezoned"). The Project will include 20% green space comprising outdoor recreational amenities and green elements. Green spaces will be associated with and developed along with each of the buildings, and each owner will budget to maintain such green spaces and amenities on its property.

The project will meet all recreational facility requirements of Zoning Ordinance Section 4.16 unless substitutions are requested and approved by the Planning Commission at the site plan stage. The Applicant will plan amenity and recreational spaces that are appropriate to its residents. For example, it may consider amenity and recreational facilities appropriate to elderly and special needs demographics, such as outdoor spaces that at once encourage gathering and solitude, and recreation and rest. In such case, considering these demographics, amenity objectives, and limited space as an infill project within the Urban Development Area, the Applicant may propose to meet greenspace and amenity requirements of the NMD by requesting a substitution for recreational facilities and a reduction in total recreational area required per Zoning Ordinance Section 4.16. However, the Applicant will plan the amenity space as the Project develops, and playgrounds and tot lots will be retained in the plan if deemed more appropriate for the residents.

5. *Neighborhood Centers*

The Future Land Use Map designates a Neighborhood Service Center to be located on parcels southwest of the Property where currently a variety of commercial enterprises are operating. Potential future pedestrian connections to these parcels are shown on the Concept Plan. The Project complies with Table LU2's "Land Use Designations in "Areas Around Centers."

6. *Buildings and Spaces of Human Scale*

The maximum office-only single-building footprint recommended by Table LU2 is 40,000 square feet, and buildings should not be taller than four stories unless by special exception. The Code of Development permits a maximum of four (4) stories for uses in Block 1, consistent with the Places29 Master Plan recommendation, to allow for flexibility. However, to minimize parking requirements, the Applicant is proposing a 15,000 square foot two-story non-residential building. The (up to) 80-unit VSH building in the center of the parcel is proposed at four stories, and the (up to) 60 unit PHA building is proposed as four stories in the front portion near the VSH building and three stories in the rear. The three buildings are oriented perpendicular to Premier Circle and the commercial buildings to the southwest to avoid large walls looming over property

lines or facing access points. Green space and parking are interspersed among the buildings to avoid large parking areas and to give each building a more enclosed sense of neighborhood unto itself.

7. ***Relegated Parking***

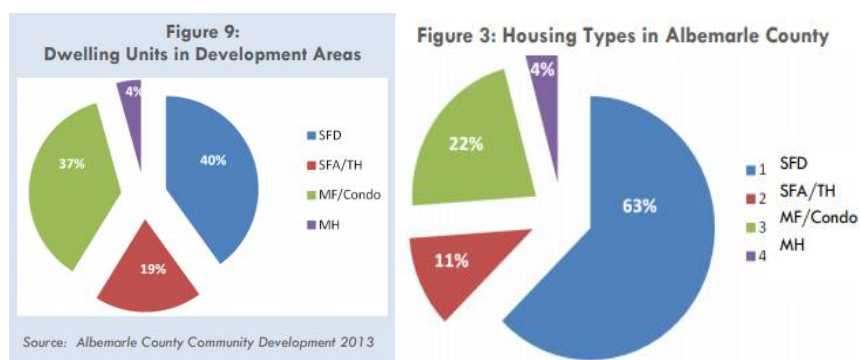
The majority of the parking spaces, located on Block 2, will be located behind the buildings. The lower half of the existing one-story building is not visible from Route 29, indicating that parking along a portion of the front of the Property to serve the commercial building would not be visible from the Entrance Corridor. While the Concept Plan depicts a single building on Block 1 with size restricted by parking requirements, if additional parking reductions are approved during site planning, or less parking is required, buildings may also be located within depicted parking areas.

8. ***Mix of Uses within Land Use Designations***

Rezoning to the NMD district will allow the Applicant to provide both the primary use designated for the Property by constructing a non-residential building at the front of the site but the secondary use of residential in the middle and rear portions of the Property. Depending on future development in the area, the front of the parcel may be characterized as part of an Employment Neighborhood, which will surround a future Neighborhood Service Center to the southwest. In the immediate future, the Property will be a mixed use development integrated with existing retail, service, and office uses along the Route 29 corridor.

9. ***Mixture of Housing Types and Affordability***

The Comprehensive Plan posits a strategy of ensuring that Development Areas provide a variety of housing types, stating that “a full range of housing types creates choices for residents.” A primary impetus for housing type choice is housing affordability, and multi-family rentals typically provide the most affordable housing option. As the pie charts accompanying Strategy 2g in the Development Areas chapter and Strategy 4a in the Housing chapter illustrates, the County has a very low stock of multifamily housing overall and within the Development Areas specifically, being only four percent (4%) in both calculations:



The *Comprehensive Regional Housing Study and Needs Assessment* published by The Central Virginia Regional Housing Partnership of the Thomas Jefferson Planning District Commission reports that only three percent (3%) of the land in Albemarle County is zoned for multifamily housing, while ninety-five percent (95%) is zoned for single-family housing (Table 14. Residential Zoning by Jurisdiction, 2018). The report goes on to explain that “(u)nder the goal

of protecting single-family neighborhoods, such zoning restricts the opportunities for multi-family housing and increases multi-family land prices” (*Id.*, p. 61).

A large development of single-family detached homes is located behind the Property. For this redevelopment project, as in a number of recent developments (e.g. Rio West and Greenfield Terrace Apartments), it is appropriate to consider the proposed housing type in the context of surrounding development.

The Applicant proposes permanent supportive special needs housing and multi-family housing. The overarching purpose of the Project is to provide affordable housing for the homeless and low-income families. Supportive housing developments and multi-family rental housing are best able to achieve this objective.

Affordable Housing:

The Project is expected to be funded by LIHTC funds, and the intent of the Applicant is for all units to be deeply affordable. All 80 units of the VSH building will be affordable to residents making 50% or less AMI. The exact makeup of affordability for the PHA units will be determined after all sources of financing have been determined, and the financing structure has been set. The Applicant commits to 60% of the Project’s residential units being affordable for those earning 30-80% of regional Area Median Income (AMI), based on family size.

The Owner shall provide affordable housing equal or greater than **sixty percent (60%)** of the total number of residential dwelling units constructed on the Property, subject to the following conditions:

1. These units may be created as for-sale or for-rent. The affordable housing objective may be met through any of the permitted housing types per the Code of Development.
2. “For-Sale Affordable Housing Units” shall be a residential unit offered for sale to Qualifying Families with evidence of incomes less than eighty percent (80%) of the area median income (as determined by the U.S. Department of Housing and Urban Development (HUD) from time to time) such that housing costs consisting of principal, interest, real estate taxes and homeowners insurance (PITI) do not exceed thirty percent (30%) of the gross household income. All purchasers of for-sale affordable units shall be approved by the Albemarle County Community Development Department or its designee. The Owner shall provide the County or its designee a period of 120 days to identify and pre-qualify an eligible purchaser for the affordable units. The 120-day period shall commence upon written notice from the Owner that the units will be available for sale. This notice shall not be given more than 90 days prior to the anticipated receipt of the certificate of occupancy. If the County or its designee does not provide a qualified purchaser within this 120-day period for such For-Sale Affordable Housing Units, the Owner shall have the right to sell the unit(s) without any restriction on sales price or income of the purchaser(s).
3. “For-Rent Affordable Housing Units” shall be a residential unit offered for rent to Qualifying Families with evidence of incomes less than eighty percent (80%) of the area median income (as determined by HUD from time to time) at an initial rent that does not exceed the then-current and applicable U.S. Department of Housing and Urban Development (HUD Fair Market Rents minus an allowance for any tenant-

provided utilities. The designated affordable rental units shall remain affordable for a minimum of fifteen (15) years after initial occupancy.

4. Affordable Units shall also be defined as a for-rent or for-sale dwelling unit for households with income less than 80% or below the Area Median Income (AMI) as determined by the U.S. Department of Housing and Urban Development such that housing costs do not exceed HUD's affordability standard of thirty percent (30%) of household income.

Each subdivision plat or site plan shall designate the number of affordable units provided and the minimum number of required affordable units per the Code of Development.

10. *Redevelopment.* The County directs future development into Development Areas to lessen pressure on Rural Areas. As directed by the Places29 Master Plan, the proposed Project's redevelopment of the existing inn follows the Neighborhood Model, as described below. The Project will provide up to 140 mixed-income affordable housing units close to employment centers, shopping areas, and transportation.

Proposed Impact on Public Facilities and Infrastructure:

Utilities:

The project site is currently an inn/motel with approximately 115 units with water, sewer, electric, and gas connections. Therefore, it is likely that these facilities have adequate capacity for the proposed development either onsite or in the adjacent main lines.

Transportation:

The project will connect to Premier Circle, an existing private road, with two connections to Route 29. The southern connection near the Property is a right-in right-out only. The second connection between Classic Furniture and the Waffle House, further north on Route 29, is a full-signalized intersection. Pursuant to the October 30, 2020 request by Adam Moore of VDOT, the applicant performed a right turn lane warrant analysis off Route 29 onto Premier Circle. Please see the Premier Circle Redevelopment Traffic Analysis, dated December 3, 2020 (the "Traffic Report"), prepared by Timmons Group. The Traffic Report concludes that the Project would have minimal to no impact on the operations of the study intersections: "(t)he intersections will continue to operate at the same LOS (Level of Service) with minimal increase in delay and queuing. No improvements are required at the study intersections to accommodate the vehicular traffic generated by the development."

For impact comparison purposes, the current commercial zoning, C-1 Commercial, allows for uses such as a grocery store. A site plan for a Lidl Grocery store was submitted to Albemarle County in 2017 (SDP201700007). Per the table below the proposed development under this requested rezoning would generate less than one third as many trips as that by right development would have generated. Thus, the added traffic will be much less than the uses allowed by right.

LAND USE	ITE CODE	AMOUNT	UNITS	WEEKDAY						
				ADT	AM PEAK HOUR			PM PEAK HOUR		
					IN	OUT	TOTAL	IN	OUT	TOTAL
Existing Zoning										
Supermarket	850	35,962	SF (GFA)	3,840	82	55	137	186	178	364
TOTAL				3,840	82	55	137	186	178	364
Proposed Zoning										
General Office	710	15,000	SF (GFA)	168	35	6	41	3	16	19
Multi-Family Housing (Low-Rise)	221	140	Dwelling Units	1,018	15	51	66	50	29	80
TOTAL				1,186	50	56	106	53	45	98
Net Difference - Trips				-2,654	-32	1	-31	-132	-133	-265
% Difference				-69.1%	-39.3%	2.4%	-22.7%	-71.3%	-74.6%	-72.9%

SOURCE: Institute of Transportation Engineers' *Trip Generation Manual* 10th Edition (2017)

Enclosed is a Preliminary Pavement Investigation, dated January 4, 2021, prepared by Timmons Group. This report to the County Engineer describes and analyzes the results of asphalt corings and visual inspection of the existing road. Though the thickness of the pavement and base stone do not meet current VDOT Pavement Design Guide standards, the road poses no safety or convenience issues other than the need for striping and vegetation removal. The letter lists a number of issues, such as the road's geometry, entrance spacing, and sight distance issues, however, that could preclude Premier Circle from being taken into the VDOT secondary highway system even if the asphalt were reconstructed. Given that Premier Circle was constructed as a limited-use private road over thirty years ago, it was not designed to comply with current VDOT standards. Its variations from current standards are largely because VDOT standards are based on a minimum design speed of 25 mph. Premier Circle operates like a private access road within a shopping center, which would assume much lower speeds.

The Declaration, dated November 1, 1983, setting out the private road maintenance agreement and establishing an owners association for road maintenance sets out the standards for road maintenance in Section IV.D as follows: "(t)he Owners' Association shall maintain and keep up the road shown on the attached plat in the condition in which it exists as of the date of completion of the road in accordance with the standards set forth on the plant (sic) which have been approved by the State Highway Department. In addition to the maintenance of said road in the condition as it exists on said date, the Owners' Association may, by written agreement of at least eighty per cent (80%) of all owners, obligate itself to improve and upgrade said road to a superior standard."

The Applicant has discovered no approved road plans for Premier Circle as of the date of this submission.

The Applicant will construct a sidewalk along a portion of the Property's frontage on Premier Circle. The sidewalk will provide pedestrian access from the Project to the proposed location of a potential transit stop and to the existing sidewalk along Route 29. Sidewalks along Route 29 to the north and south provide pedestrian access to shopping and other services.

In response to the County's request, the Traffic Report also includes an assessment of a potential signalized pedestrian crossing at the U.S. Route 29 / Premier Circle / Branchlands Boulevard intersection and provides recommendations if such crosswalk were installed.

Schools:

All eighty (80) of the VSH units will be available only to single adults, and the sixty (60) PHA units will be at least 95% one- and two-bedroom apartment units, currently projected at approximately 20% one-bedroom and 80% two-bedroom. Smaller units correspond to fewer school-age children residents.

Any students living within the Project would be within the current school districts for Woodbrook Elementary School, Jouett Middle School, and Albemarle High School. Based on the most recent (November 11, 2019) Albemarle County Schools Capacity vs. Enrollment Projections², both Woodbrook and Jouett are under capacity and should remain so through the 2029/30 academic year, while Albemarle High School is over capacity.

The County Schools provided the following matrix for estimating student counts:

OFFICIAL CALCULATOR³

Type of Dwelling Unit	Elementary	Middle	High	Total
Multi-Family (60)	0.12 = 7	0.03 = 2	0.05 = 3	0.21 = 13

Impact on Environmental Features:

The project site is a previously developed parcel mostly made up of impervious surfaces and grass turf areas with what appears to be a small existing stormwater management facility in the northern corner. The proposed future development will seek to decrease the amount of impervious surface on the site increasing green and amenity spaces for the enjoyment of the residents. The reduction in impervious will have a positive environmental impact including decreasing the stormwater runoff volume and improving the runoff quality from the site. Per the following section, Stormwater Management measures will be implemented to maintain or improve the quality and quantity of stormwater flowing from the site.

Strategies for Stormwater:

The project's final design will meet the requirements of the Virginia Department of Environmental Quality (DEQ) for Stormwater Management quality and quantity. This will likely require improving water quality and a reduction of stormwater volume flowing off the site, from the pre-developed levels. Any stormwater quantity reduction required will likely be achieved through onsite underground detention systems. Any quantity and quality systems will be kept separate for Block 1 and Block 2 to allow for phasing of construction or subdivision of the blocks into two parcels.

² Albemarle County Public Schools K-12 Enrollment Projections FY 2020/21 to FY 2029/30, dated November 2019; Capacity vs. Enrollment Projections, dated November 19, 2019.

³ Provided by Rosalyn Schmitt, Chief Operating Officer, Albemarle County Public Schools.

ZMA202000011
PREMIER CIRCLE
405 Premier Circle

September 21, 2020
Resubmitted November 20, 2020
Resubmitted 1-4-2021

Special Exception Application Narrative

On behalf of Piedmont Housing Authority (“PHA” or the “Applicant”) and Virginia Supportive Housing (“VSH”), the developer, we respectfully request a Special Exception from the requirement that each Neighborhood Model Development (NMD) have at least two housing types. The provisions of this requirement, which is set out in Zoning Ordinance Section 20A.8(a), allow the Board of Supervisors to waive this requirement if the proposed NMD is an infill project or at least two housing types are already present within one-quarter mile of the proposed district. Among the different housing types listed in this Section 20A.8(a) are single family attached, multifamily dwellings, and special needs housing such as assisted living facilities, group homes, and skilled nursing facilities.

An “infill project” is defined as “a project in which a parcel is developed or redeveloped, where abutting or nearby parcels are already developed, and the project area is relatively small compared to the developed abutting or nearby parcels.” The Property, described and defined below, is an infill redevelopment project.

The single-family detached community, Berkeley, located on Commonwealth Drive and Commonwealth Circle, abuts the Property to the north, and these residences are within one-quarter mile of the Project.

This Application is submitted in connection with a Zoning Map Amendment application that proposes to rezone County Tax Map parcel 061M0-00-00-00600 (the “Property”), from C-1 Commercial to NMD, to allow for the development of multi-family housing and non-residential uses (the “Project”). As described in more detail in the Code of Development and as shown on the Concept Plan, dated September 21, 2020, last revised January 4, 2021, prepared by Timmons Group and BRW Architects, the Project will comprise three buildings on the 3.75 acre parcel. Block One, with frontage on U. S. Route 29N, will contain a non-residential. Block Two will include up to 140 multi-family dwelling units in separate VSH and PHA buildings.

All units in Block Two will be affordable housing. The 80 studio apartments in the VSH building will house formerly homeless residents, who are single with no children, and will be rented at rates affordable to those earning 50% AMI or less. The PHA building may be designed to house families and is currently planned to include approximately 80% two-bedroom units, 20% one-bedroom and a maximum of five percent (5%) three-bedroom units. The exact rental level of the PHA building is dependent on the final financing structure but will be within the range of affordability to those earning 30% to 80% AMI. All residential units in the Project will be affordable for a minimum of fifteen (15) years and are intended to address special housing needs.

The Applicant believes that VSH's permanent supportive housing may qualify as special needs housing based on the high level of services provided to the residents and the special needs that the VSH development fulfills. On-site support services include case management to assist tenants in obtaining needed community services; housing stabilization and support; counseling and independent living skills training; community engagement and social support; employment, education, and vocational support; and transition planning to other housing types.

Further, during the early phases of the Project, the Thomas Jefferson Area Coalition for the Homeless (TJACH), will use the existing hotel rooms for its clients. Since the onset of the COVID-19 pandemic, TJACH has been following CDC recommendations to shelter individuals experiencing homelessness who are also at increased risk of developing serious illness from COVID-19 in private rooms as opposed to congregate shelter settings. These hotel units will be considered "emergency shelter" units and will be made available to clients experiencing homelessness who are at increased risk from COVID-19 on a temporary basis. Prior to rezoning, the TJACH will use these rooms as transient lodging. Upon rezoning approval, during construction of the permanent residential buildings, TJACH clients could live in existing hotel buildings as multifamily units. Supportive services, including options for moving into permanent housing, will be offered to these clients.

In summary, though all residential units within the Project may be technically described as multifamily, their various purposes comply with the spirit of the Ordinance to provide housing for many different needs. All units, whether managed by TJACH, VSH, or PHA, would be affordable units.

If the Community Development Department concludes that the Project does not meet the two-housing types requirements, the Applicant requests a Special Exception for such requirement and submits that providing the Special Exception to such requirement would not frustrate the purposes of Section 20A.8(a), the Places29 Master Plan, or the Neighborhood Model Principles.

The Proposed Special Exception Supports the Goals of the Comprehensive Plan

Waiving the multiple housing types requirement is consistent with the recommended future land use of the Property under the Comprehensive Plan. The Project is located in the Development Area and, by reference to other zoning districts in the development area, is designated for a maximum of 34 dwelling units per acre (DUA). Multifamily is the most efficient means of providing the maximum number of affordable units, a goal of the County's Comprehensive Plan. In order to maximize the efficiency of the development and further the County's goal of increasing the availability of affordable housing, the Applicant is requesting 37 DUA.

Because multifamily is suitable and appropriate for the Property location, single-family detached is well within one quarter mile from the Project, and the Project is an infill redevelopment that will provide up to 140 units of affordable housing to the County, the Applicant requests a Special Exception to Zoning Ordinance Section 20A.8(a). We submit that granting the requested Special Exception will further the goals of the Comprehensive Plan without creating significant detriments to County residents.

Thank you for your consideration of this request.